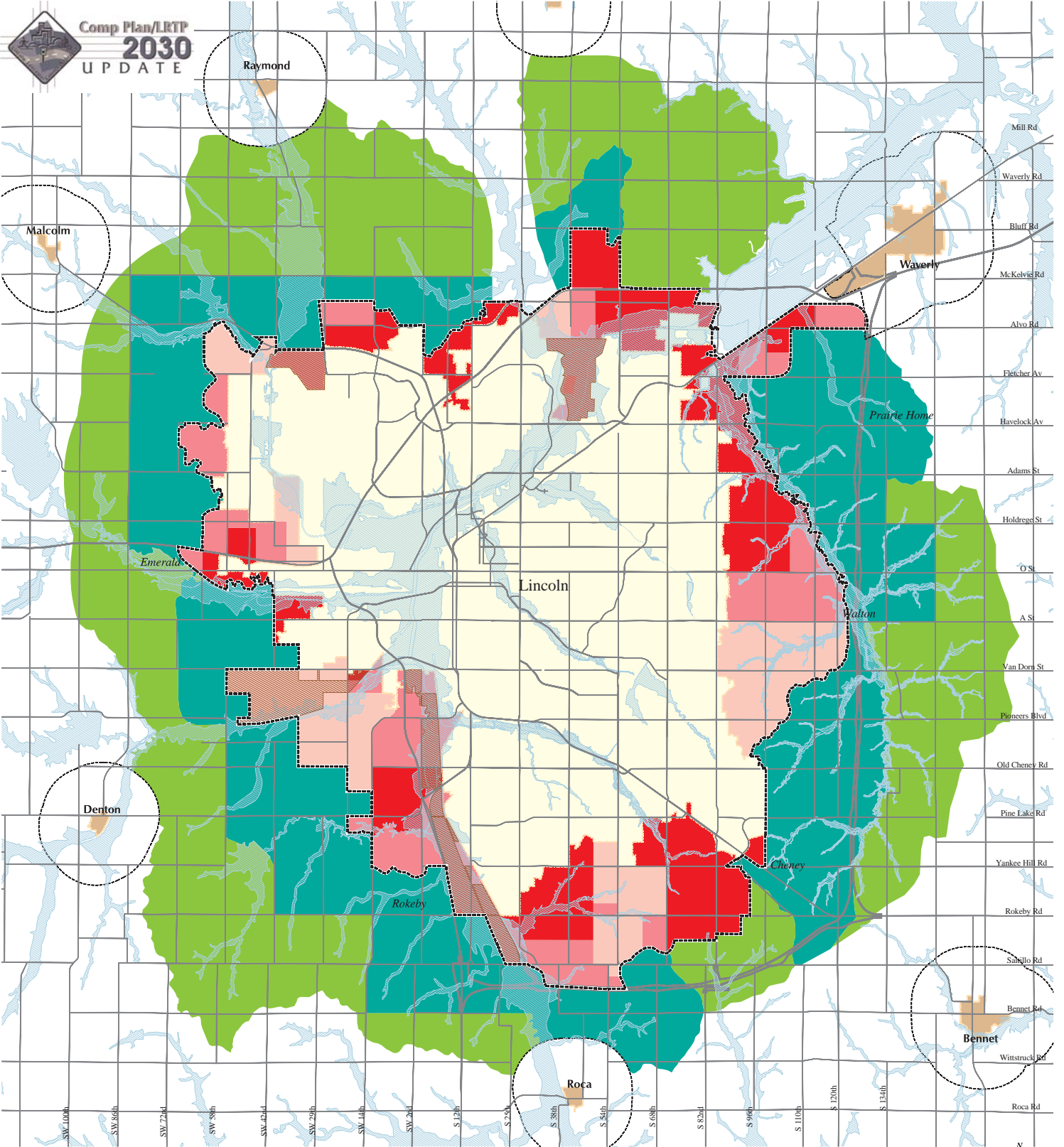


# URBAN GROWTH TIERS WITH PRIORITY AREAS



DRAFT: October 25, 2006

## LEGEND

- Tier I Priority A
- Tier I Priority B
- Tier I Priority C
- Tier II
- Tier III
- Public Land Not Available For Development
- Floodplain and Flood Prone Areas
- Lincoln City Limits (Nov 2005)
- Lincoln Future Service Limit

- PRIORITY A:** Identifies a future service area of approximately 20 square miles to serve with utilities in the next six years.... The City has developed and made public financial water and wastewater utility plans for operations and growth and the 2006 CIP based on a smaller Priority A area. User fee increases and/or impact fees as projected for water and wastewater will require additional increases, or additional private financing if projects are added or staged earlier than previously identified.
- Currently, there are not adequate funds to build needed road improvements within the city limits, much less serve Priority A or other growth areas. If the City is committed to building improvements concurrent with development, then significant additional road funds will be needed, in addition to the proposed rate increases for water and wastewater.
- PRIORITY B:** The next areas for development, beyond Priority A, are those which currently lack almost all of the infrastructure required to support development. In areas with this designation, the community will maintain present uses until urban development can commence. Infrastructure improvements to serve this area will not initially be included in the City's CIP, but will be actively planned for in the longer term capital improvement planning of the various city and county departments.
- PRIORITY C:** Priority C is the later phase of development areas and is intended to be served after Priority A and B. Given current growth rates and infrastructure financing, development would not begin in this area until after 2020 or 2025.



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There is one land use plan for both the City of Lincoln and Lancaster County. The above land use categories are reflected in the single Lincoln and Lancaster County land use plan. This one land use plan is displayed in two figures for the purpose of permitting greater clarity of display within the Lincoln urban area. The first figure displays the entire Lincoln/ Lancaster County Land Use Plan. The second figure is a close up on the Lincoln urban area from the Lincoln/ Lancaster County Land Use Plan.

The land use plan displays the generalized location of each land use. It is not intended to be used to determine the exact boundaries of each designation. The area of transition from one land use is often gradual. The Comprehensive Plan also encourages the integration of compatible land uses, rather than a strict segregation of different land uses.

The land use plan also displays the generalized land use plans for other incorporated places within the county. These include the cities of Waverly and Hickman, and the villages of Malcolm, Raymond, Davey, Denton, Bennet, Sprague, Roca, Panama, Hallam and Firth.

In many circumstances the land use categories in these plans were different than the categories used in the Lincoln/ Lancaster County Comprehensive Plan. In such instances, adjustments were made for the purposes of this display so that the land uses followed those used in the City-County Comprehensive Plan. These communities and their specific adopted plans should be consulted as the source for decisions within their zoning jurisdictions. Their plans are displayed in order to better coordinate the land use plans for the County as a whole with those of individual towns.

In addition, Waverly and Hickman requested that their goals for the area two miles outside their community be included in the Lincoln/ Lancaster County Comprehensive Plan. These communities only have jurisdiction over a one mile planning area. Those land uses which are generally compatible with the principles of this Comprehensive Plan are reflected on the land use plan. It should be noted that these areas remain within the current planning and zoning jurisdiction of the city and county and are thus subject to reconsideration and change by Lincoln and Lancaster County.

Future Service Limit: The land use plan also displays the future service limit for the City of Lincoln. Land inside this line represents the anticipated area to be provided with urban services within the planning period.

## **TIMING**

### ***Tier I, II and III***

The Comprehensive Plan includes three tiers of growth for the City of Lincoln. Tier I reflects the “Future Service Limit,” where urban services and inclusion in the city limits are anticipated by 2025 within the 25 year planning period. Infrastructure planning, especially for water and sanitary sewer facilities, can reach beyond the 25 year time horizon to 50 years and further. Tier II respects this extended planning horizon by showing areas where long term utility planning is occurring today with the expectation that these areas will follow Tier I as the next in line for urban growth. Tier III reflects an even more distant planning area — both in time and geography. Little active planning of utilities or service delivery is likely to occur in the near term in Tier III. A fuller description of each Tier is provided below:

Tier I: Defines the City of Lincoln’s near term growth area – a 52 square mile area which could reasonably expect urban services within the next twenty five year period. Land within this area should remain generally in the present use in order to permit future urbanization by the City.

Tier II: An area of approximately 70 square miles intended to serve the following purposes: (1) to define the geographic area the city is assumed to grow into immediately beyond the twenty-five year time frame of Tier I; (2) to serve as the basis for long term, advanced utility planning; and; (3) to act as a secondary reserve area for urban growth should the Tier I area development occur more quickly than assumed for the twenty-five year period. Owing to the intended purposes of this Tier and the uncertainty of when the city may begin providing services to these areas, Tier II should also remain in its present

use in order to provide for future urban development.

Tier III: Provides an approximately 85 square mile area for Lincoln's longer term growth potential – perhaps 50 years and beyond. While eventual urbanization of this area is expected, the Tier III area extends well beyond any urban-style development envisioned within the present Plan. Tier III should serve as a panoramic vision for City expansion in the distant future. No active development or infrastructure planning should occur within this Tier within the 25 year planning period of the Plan. Tier III should also remain in its present use in order to provide for future urban development.

## **PRIORITY AREA PLAN FOR TIER I**

### ***Setting Priorities***

The top priority for infrastructure improvements is the existing city and areas that are currently under development. In order to provide for the orderly future growth of the city, additional land is identified in Tier I as the next area for improvement. However, the community does not have the financial resources, nor is it necessary, to provide urban services to all of the Tier I area within the next few years. So within Tier I, the community needs to prioritize areas for infrastructure improvements.

Priority A identifies a future service area of approximately 20 square miles to serve with utilities in the next six years. Developer interest exists in land in various areas which would require providing services to over 35 square miles – if financing were available. Based on population and growth projections, there is not a need for this much land in the near term. The City has developed and made public financial water and wastewater utility plans for operations and growth and the 2006 CIP based on a smaller Priority A area. User fee increases and/or impact fees as projected for water and wastewater will require additional increases, or additional private financing if projects are added or staged earlier than previously identified.

Currently, there are not adequate funds to build needed road improvements within the city limits, much less serve Priority A or other growth areas. If the City is committed to building improvements concurrent with development, then significant additional road funds will be needed, in addition to the proposed rate increases for water and wastewater.

While there are financing limitations, the economic development area north of Interstate 80, east of N. 40th Street, that drains into Little Salt Creek, is designated as Priority A and will be provided with infrastructure through Tax Increment Financing. However, an area along the South Beltway, which naturally drains to the south of the South Beltway, should remain Priority B or C until a sanitary sewer study concludes how this larger area can best be served and financing is addressed.

### ***Top Priority Area***

The top priority areas are those which are generally within the city limits at the beginning of the planning period. There are still significant infrastructure needs within the existing city and areas currently under development. Some larger projects, such as Antelope Valley, will be ongoing throughout the planning period and will require significant infrastructure resources.

### ***Priority A of Tier I***

Areas designated for near term development are generally contiguous to existing development and should be provided first with basic infrastructure within 6 years of the adoption of the Plan. Some of the infrastructure required for development may already be in place. This area includes some land already annexed, with City commitments to fund infrastructure improvements, but the land is still undeveloped and without significant infrastructure in place yet. Some infrastructure improvements may be done in the near term while others, such as road improvements that are generally more costly, may take longer to complete.

### ***Priority B of Tier I***

The next areas for development, beyond Priority A, are those which currently lack almost all of the infrastructure required to support development. In areas with this designation, the community will maintain present uses until urban development can commence. Infrastructure improvements to serve this area will not initially be included in the City's CIP, but will be actively planned for in the longer term capital improvement planning of the various city and county departments.

### ***Priority C of Tier I***

Priority C is the later phase of development areas and is intended to be served after Priority A and B. Given current growth rates and infrastructure financing, development would not begin in this area until after 2020 or 2025.

The principles for prioritization and the individual priority areas are described as follows:

#### ***Principles for Priority Areas:***

- ◆ The top priority for the City's Capital Improvement Program (CIP) is to maintain existing infrastructure, provide for new neighborhood improvements and to complete needed improvements for areas already under development.
- ◆ Infrastructure funding to serve the growing community relies upon adequate revenue from all sources, including gas tax allocation, wheel tax, impact fees, and water and wastewater fees.
- ◆ Infrastructure improvements should be made concurrent with development.
- ◆ In order to implement the Plan Vision, infrastructure should generally be provided in different directional growth areas, depending upon limited financial resources and if there is development interest in the area.
- ◆ Funds for improvements in new major drainage basins to the southwest and to the east should provide the opportunity for development to begin in these areas within the next 12 years.
- ◆ Development in the southwest should begin in the Priority A area in the general vicinity of the intersection of Warlick Blvd. and Highway 77. Further planning should proceed to identify initial staging of infrastructure and development in this area.
- ◆ The community should only approve development proposals that can be adequately served by all public facilities.
- ◆ Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B areas.
- ◆ It is anticipated that there may be some unique circumstances to warrant consideration of development of land in Priority B or C, prior to the full completion of improvements in Priority A. Once a year, during the CIP public hearing, proposals for changes from Priority B and C to A should be evaluated and considered. That review should consider the following items:
  - 1) the project is contiguous to the City and proposed for immediate annexation, and is consistent with principles of the Comprehensive Plan,
  - 2) the developer provides information demonstrating how the necessary infrastructure improvements to serve the sub-basin would be provided and financed. The City shall contact other public agencies to obtain their report on the infrastructure necessary to serve the sub-basin including utilities, roads, fire service, public safety, parks, trails, schools and library needs,
  - 3) the impact that development in the sub-basin will have on capital and operating budgets, level of service, service delivery and Capital Improvement Programs is addressed, including impact of financing, utility rates, and other revenue sources and to what degree the developer is willing to finance improvements,
  - 4) there is demonstrated substantial public benefit and circumstances that warrant approval of the proposal in advance of the anticipated schedule.

- ♦ Explore options to permit the City Council to annually adopt a six year Capital Improvement Program to serve as a planning and programming guide.
- ♦ Growth into most of the Priority B areas and all of Priority C areas are comparatively inefficient in terms of required capital investment as compared to the Priority A areas.

## TIER II AREAS

The Plan's premise is that within the next ten years, if the anticipated growth expectations are realized, additional areas from Tier II will be added to Tier I. Such change would include amending the Future Service Limit accordingly to reflect the new 25 year planning time frame.

To support this objective, a "Public Infrastructure Investment and Growth Strategy" will be prepared for all of the Tier II area. This Strategy should be completed for public review within three years from the adoption of this Comprehensive Plan. The Strategy's purpose is to lay out the community's long term infrastructure requirements and growth objectives allowing for the eventual urbanization of the entire Tier II area. The public services to be considered as part of this process should include streets and highways, water, wastewater, watershed management, public transit, parks, open space, trails, schools, libraries, and other public services.

The process for formulating this strategy should begin with the crafting of "Planning Guidelines" for all drainage basins included in the Tier II area. These Guidelines have already been developed for the Stevens Creek Basin. The Stevens Creek Basin Planning Guidelines should serve as the template for creating the Guidelines for the other basins encompassed in Tier II.

Once Planning Guidelines have been completed for each basin, a unified strategy for urbanizing Tier II would be prepared. This unified Strategy would contain sufficient detail to describe the following for each basin within Tier II:

- ♦ General form and character of urban growth
- ♦ Major transportation facilities, including streets, highways, trails and pedestrian ways, and potential transit corridors
- ♦ Key environmental features and plans for sustaining their long term viability
- ♦ Locations for open space, parks, and natural areas
- ♦ Major water, wastewater and storm water system requirements
- ♦ Schools and educational facilities
- ♦ Means for addressing transitional issues as land is converted from agricultural to urban uses

The community desires the efficient use and maintenance of present infrastructure, while providing new infrastructure that supports continued growth and development. The proposed future service limit makes maximum use of existing and planned urban infrastructure. The community needs to pursue the timely development of additional infrastructure to support planned growth in the Comprehensive Plan.

The Plan Realization section further describes the mechanisms that will link urban infrastructure programming to local market and growth conditions. It is imperative that there be adequate funds for the maintenance of infrastructure and facilities in the existing urban area as future growth occurs.

## SUBAREA PLANNING PROCESS

Subarea planning - for neighborhoods or other small geographic areas - can address issues at a more refined scale than can be included in the Comprehensive Plan. Subarea plans may then become incorporated into the Comprehensive Plan through a formal adoption process. Subarea plans can serve as an official guide for elected decision makers, individuals and various City or County departments to promote improvements in the following areas such as: land use, housing, traffic, parks and recreation, public safety, infrastructure and the built and natural environments.

Subarea plans adopted as part of the Comprehensive Plan are discussed in the “Plan Realization” section.

## **SUMMARY OF COMPREHENSIVE PLAN ASSUMPTIONS**

These assumptions represent the agreement of the Comprehensive Plan Committee which assisted in the development of the Comprehensive Plan. The following assumptions guide the planning process for Lincoln and Lancaster County:

1. A City and County population growth rate of 1.5 percent per year was used for the 25 and 50 year planning periods. This adds approximately 140,000 persons to the County over the next twenty five years and nearly 300,000 over the next fifty years. The assumed County population distribution would remain 90 percent in the City of Lincoln, 3 percent in other incorporated towns and villages, 6 percent on rural acreages, and 1 percent on farms. This would add approximately 52,100 dwelling units in the Lincoln urban area to support the additional population of 126,000 persons.
2. For transportation modeling purposes, an urban residential density factor of 3 dwelling units per acre was assumed for a majority of the designated future growth areas

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